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FM SECSTATE WASHDC  
TO RUEHTL/AMEMBASSY TALLINN IMMEDIATE 0128  
INFO RUEHTA/AMEMBASSY ASTANA 3101  
RUEHDBU/AMEMBASSY DUSHANBE 1037  
RUEHBUL/AMEMBASSY KABUL 2881  
RUEHMO/AMEMBASSY MOSCOW 2915  
RUEHRA/AMEMBASSY RIGA 1712  
RUEHNT/AMEMBASSY TASHKENT 1224  
RUEHLN/AMCONSUL ST PETERSBURG 3593

UNCLAS SECTION 01 OF 02 STATE 086367

SENSITIVE  
SIPDIS

E.O. 12958: N/A  
TAGS: [AF](#) [EN](#) [MARR](#) [MOPS](#) [NATO](#) [PREL](#)  
SUBJECT: (SBU) SEEKING GOE SUPPORT FOR COMMERCIAL TRANSIT  
OF DOD CARGO THROUGH ESTONIA

¶1. (U) This is an action request, please see paragraph 2.

#### BACKGROUND

¶2. (SBU) Post is requested to notify the GOE that the U.S. plans the commercial shipment of non-lethal supplies for Afghanistan via the Northern Distribution Network (NDN) via the Port of Tallinn. This effort is in support of the additional forces the U.S. will deploy to Afghanistan to advance stabilization and reconstruction. The U.S. military currently ships a wide range of non-lethal supplies through Pakistan and via the Middle East, and has recently started transporting supplies via Europe, Russia and Central Asia. The United States has worked bilaterally with non-NATO transit countries to obtain approval for the shipment of non-lethal goods by commercial carriers. NATO is developing a similar network of ISAF transit agreements.

#### TALKING POINTS

¶3. (SBU/releasable to the GOE) Post should emphasize the following points in requesting host government support:

-- The United States wishes to notify the GOE that it is planning an initial shipment of non-lethal supplies through Estonia using commercial shippers and existing civilian transportation networks. Cargo would enter the Port of Tallinn and be transported over Estonia's road and rail network. The shipment would be one block train (approximately 100 20-foot containers).

-- If successful, we would like to send subsequent shipments through Estonia that would transit Latvia, Russia, Kazakhstan, Uzbekistan, and Tajikistan. The United States already has obtained permission, where necessary, for such shipments. In March, the United States began shipping non-lethal cargo to Afghanistan from Riga through Russia and Central Asia.

-- Specific volume to flow through Estonia will depend on a competitive bid process with commercial carriers. If cost and time prove sufficiently competitive with other routes, sustained volume could be up to 50-60 containers per week.

-- The supplies we would ship through Estonia include, but are not limited to, such items as food, tents, blankets, lumber, shampoo, etc. We have neither the need nor the intention to ship sensitive or lethal cargo through Estonia. If our needs were to change, we would not ship sensitive or

lethal cargo without your explicit permission.

-- Any freight forwarder contracted by the U.S. Government would arrange transportation within Estonia. These shipments would be handled by employees of the commercial carriers contracted by the U.S. Government.

-- As with other commercial cargo, we understand that such shipments would be subject to relevant Estonian shipping and customs regulations.

-- We will notify the GOE once arrangements for the shipment are finalized.

-- We appreciate Estonia's contributions to international reconstruction efforts in Afghanistan. A secure, stable, and prosperous Afghanistan will reduce instability across Central Asia and is in NATO's interest.

14. (SBU/releasable to the GOE) Action addressee may draw on the questions and answers below to explain the commercial transit of DOD cargo through Estonia. These questions should only be answered if asked.

Q: What would you like us to do?

-- We do not require any specific support from your

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government,  
but as we value our close cooperation and consultation we want  
you to be fully informed of these activities.

Q: What type of permission did Russia grant to the United States?

-- The U.S. military ships non-lethal supplies by ground through Russia in accordance with the NATO-Russia ISAF transit arrangement.

Q: Could you share with us one of the agreements you have concluded?

-- We would be happy to provide you with a draft exchange of diplomatic notes that would be similar to the texts concluded with other countries. It is not our practice to share with third countries our bilateral arrangements.

Q: How do you define "non-lethal supplies"?

-- We define "non-lethal" as any goods not included in the categories of "lethal goods" in the Russia-NATO exchange of letters. Per the NATO-Russia exchange of letters, lethal goods include explosives, weapons, military aircraft and vehicles.

Q: Will there be any U.S. military personnel accompanying these shipments?

-- There will be no U.S. military personnel accompanying these shipments through the Northern Distribution Network (NDN). Shipments will be handled by commercial transportation companies, in accordance with contracts with the Department of Defense (DOD).

Q: Will DOD be publicizing this route the way NDN has been publicized?

-- DOD has not sought to publicize NDN routes, but as this is an unclassified, commercial venture, it could become public knowledge over time.

15. (U) We welcome any feedback from the GOE  
CLINTON